

Report of the sixth session of the

COMMITTEE ON FISHERIES

Rome, 15 - 21 April 1971



**FOOD AND AGRICULTURE ORGANIZATION OF THE UNITED NATIONS
ROME, 1971**

REPORT
of the
SIXTH SESSION OF THE COMMITTEE ON FISHERIES
Rome, 15 - 21 April 1971

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Rome, May 1971

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7 May 1971

Mr. Michel Cépède
Independent Chairman
Council of FAO

Dear Sir,

I have the honour to transmit to you herewith the
Report of the Sixth Session of the Committee on Fisheries
which was held in Rome from 15 to 21 April 1971.

Yours faithfully,

K. Sunnanå
Chairman
Committee on Fisheries

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OPENING OF THE SESSION

1. The Committee on Fisheries (COFI) held its Sixth Session from 15 to 21 April 1971 at FAO Headquarters, Rome, Italy. The Session was attended by the representatives of 30 nations, members of the Committee, by observers from 27 other nations and by representatives from nine international organizations. A list of participants is given in Appendix A to this report.
2. Mr. K. Sunnans^o (Norway), elected Chairman at the Fifth Session of the Committee, was in the Chair.
3. The representatives and observers were welcomed by the Director-General in an opening address, the text of which is reproduced in Appendix B to this report.
4. The guest speaker for this Session of the Committee, Ambassador Arvid Pardo, Permanent Representative of Malta to the United Nations, delivered an address at the invitation of the Director-General. The text of this address is reproduced in Appendix C to this report.

ADOPTION OF THE AGENDA AND ARRANGEMENTS FOR THE SESSION

5. The Committee adopted the Agenda given in Appendix D to this report. The documents which were before the Committee are listed in Appendix E to this report.
6. The Committee agreed that in the absence of the first Vice-Chairman, Commodore N. Zachman (Indonesia), the provision of Rule I, paragraph 2, of the Committee's Rules of Procedure would be met by calling upon, if necessary, the other four Vice-Chairmen, Brazil, Canada, Peru and Uganda, in that order.

PROGRAMME OF WORK OF FAO IN THE FIELD OF FISHERIES DURING 1972-73

7. The Committee reviewed the proposals for the Programme of Work and Budget of the Department of Fisheries in 1972-73. These were based on the Committee's recommendations at its Fifth Session, the principles and guidelines established by the Programme and Finance Committees and the Council, and the recommendations made at the Regional Conferences held in September and October 1970.
8. This was the first programme budget considered by the Committee. It noted the concepts and methods utilized in its formulation and bore them in mind in examining the proposals: e.g. the classification of fishery sub-programmes and their relationship to the Organization's programmes and programme objectives; the relationship of regular programme funds to those from extra-budgetary programmes; and the relationship of funds in Chapter 2 of the proposed budget—Technical and Economic Programmes—to those in Chapter 3—Field Programmes and Development Support—particularly concerning the Area Service Division, the Investment Centre and Regional and Country Offices. The Committee's views on these aspects are outlined below.
9. Several members of the Committee expressed the view that the adoption of programme budgeting, with improvements which it was hoped would be introduced in successive biennia, will prove to be useful in programming activities, controlling their implementation and assessing results but some members felt that the new presentation made it more difficult, rather than easier, to see how the effort was distributed between Divisions of the Department of Fisheries and Branches within them.
10. The Committee noted that the Director-General's proposals for the Organization's budget in 1972-73 would amount to some \$87 million, representing an increase of some \$16.5 million over the budget for 1970-71. Of this amount, \$14.5 million was due to cost increases and \$2 million represented new money for real programme increases. The programme

would also include switches, amounting to \$1.6 million, from certain activities which would be reduced or discounted to others which were urgent and of a high priority. While recognizing that the determination of the Organization's budget was a prerogative of the Council and Conference, the Committee noted the constraints under which the Director-General had prepared his proposals and appreciated the determined effort he had made to allocate resources according to relative priorities and demands. However, it expressed its concern about the very small increase that in consequence was being proposed for FAO's work in fisheries.

11. The Committee noted that of the net programme increase of \$2 million, referred to above, the four Departments at Headquarters concerned with the Organization's Technical and Economic Programmes (Chapter 2 of the budget) would benefit by some \$854,000, of which \$200,000 would be allocated to the Department of Fisheries. It recognized that, in the situation of budgetary stringency, the Director-General was unable to allocate a higher share to the Department of Fisheries. It expressed its wish, however, that in the medium-term the Director-General should try to revert to a growth rate for the Department of Fisheries which had been recognized both by the Committee and the Conference as necessary, and that if, in the course of the next biennium, additional funds could be found from savings elsewhere in the Organization or from additional sources, the Director-General should seek to channel these to the Department of Fisheries, to enable it to undertake activities in the field the Committee indicated as being of high priority and requiring urgent action. This feeling is based on the importance of the work of the Department of Fisheries in the overall programme of FAO.

12. The Committee noted that FAO's activities in the field of fisheries were not confined to those of the Department of Fisheries but included those undertaken by Regional Offices and the Investment Centre, both of which had Fishery Officers on their staffs, the funds for which were budgeted under Chapter 3 of the Organization's budget. It noted that a sizeable increase in funds was being proposed both for the Regional Offices and the Investment Centre and hoped that an adequate part of these would be utilized to increase activities in the field of fisheries, through the use of consultants and in other ways. The Committee was pleased to note the close technical collaboration between these units and the Department of Fisheries, and recommended that it be strengthened with a view to serving Member Nations in the development of their fisheries, irrespective of whether the service originated at headquarters, regional or country level, and bearing in mind that, due to limited manpower resources in certain fields at these various levels, an integrated approach would permit the delivery of more effective and timely assistance.

13. The Committee expressed its approval of the proposals concerning fishery sub-programmes which constituted a meaningful and balanced programme in fisheries, showed the inter-dependence between activities requiring an integrated Department, was responsive to the comments made by the Committee at its Fifth Session and reflected the importance and needs of fisheries in the overall programme objectives of FAO. It was accordingly unanimous in endorsing the proposals submitted to it, subject to certain observations.

14. The Committee recalled the priorities it had established at its Fifth Session and reaffirmed a high priority for stock assessment, the improvement of biological and economic statistics, fishery surveys, protection of the environment and living resources. It also accorded a high priority to education and training activities at all levels in fisheries and particularly for the vocational training of operatives in fishing industries in developing countries; improvement of processing and marketing facilities and systems with special attention to quality control and inspection programmes to meet the standards of export markets; and the development of competence in various fields of fishery research and statistics. It pointed out the importance of follow-up projects on training activities to ensure a satisfactory conclusion of the training process and to facilitate the implementation, by trainees, of the new skills and techniques which had been imparted to them. The importance of improved biological and economic statistics as a basis for stock assessment, development planning and resource management was particularly stressed. The Committee commended the assistance given by FAO in this field to governments and to inter-governmental

fishery bodies. The greater needs of fishery bodies with developing countries among their members were readily recognized, but it was pointed out that FAO has a useful and continuing role to play also with regard to bodies consisting mainly of developed countries as exemplified by the Coordinating Working Party on Atlantic Fishery Statistics.

15. The Committee stressed the value of the work in the field of aquaculture, aquatic environment and pollution control and urged that FAO maintain its important role in the collaboration with agencies in the United Nations system and other organizations concerned, with regard to research and monitoring of pollution and its effects on living aquatic resources. The FAO Technical Conference on Marine Pollution and its Effects on Living Resources and on Fishing was commended in this context.

16. The Committee expressed its concern at the high level of exploitation of certain fish species and stressed the need to develop fisheries on species hitherto relatively under-exploited. In this connection it attached importance to cooperation with other organizations and governments in resource surveys in oceans and inland waters for fishery development and management. The value of an effective Fishery Data Centre was recognized.

17. The Committee noted the importance of the field programme financed by extra-budgetary funds, but dependent on the resources of the regular programme for technical support and back-stopping. It expressed its concern at the increasing imbalance between the resources of the regular programme and the effort required to support a steadily growing field programme to which the ACMRR had also drawn attention. The Committee hoped that improved arrangements would be made by the Organization and donor agencies so that a more adequate technical supervision and back-stopping of the field activities could be provided.

INTERGOVERNMENTAL COOPERATION IN THE RATIONAL UTILIZATION OF FISHERY RESOURCES

(a) Progress report on existing arrangements

18. The Committee was informed of the recent activities of the six regional fishery bodies established within the framework of FAO and on the cooperation by FAO in the work of intergovernmental fishery bodies having special relationships with the Organization.

19. The Committee expressed its satisfaction with the activities of the six regional bodies and commended the assistance given by FAO to their work. It felt that although it was principally the responsibility of the countries concerned to support the work of those bodies, the assistance of FAO was essential to secure their continuing and successful operation.

20. The Committee noted with satisfaction the activities of the Indo-Pacific Fisheries Council (IPFC) and recognized the important role played by the Council and the Indian Ocean Fishery Commission (IOFC) in the development and management of the living resources in the Indo-Pacific region. It emphasized that development and management were closely related, and were different aspects of the single objective of making the best possible use of the fishery resources of the area by all interested countries.

21. The Committee supported the work of the FAO Fishery Committee for the Eastern Central Atlantic (CECAF) and its Working Party on Regulatory Measures for Demersal Stocks and commended the activities of the European Inland Fisheries Advisory Commission (EIFAC). Certain aspects of the programme of EIFAC concerning environmental water pollution control, fishing techniques and fish diseases were singled out for particular approval and the Commission was encouraged to continue its efforts. The Committee pointed out that the experience of EIFAC should be valuable in the development of the future activities of the proposed inland fishery body for Africa.

22. The Committee was informed of the recommendations of the Regional Fisheries Advisory Commission for the Southwest Atlantic (CARPAS) at its Fifth Session (March 1971). The organization of a seminar on sectorial planning and preparation of investment projects by

FAO and the Inter-American Development Bank, the development of the FAO Fishery Data Centre and the organization of a Latin American training centre on methods of investigation of the biology and evaluation of the resources of spiny lobster and related species, as well as assistance to countries in the region for protection of living resources from pollution were singled out as being of particular importance. CARPAS reconfirmed that the Director-General of FAO should pursue preliminary consultations with a view to the possible preparation of an agreement between interested riparian states for the rational utilization of the resources of the area, and that this initiative should be started after CARPAS member countries had received the report of the CARPAS/ACMRR Working Party on the Evaluation of Fishery Resources in the Southwest Atlantic which, it was recommended, should meet this year in December.

23. With regard to the cooperation of FAO in the work of intergovernmental fishery bodies having special relationship with the Organization, the Committee congratulated FAO on the way it had developed its relationship with the International Commission for the Conservation of Atlantic Tunas (ICCAT) and urged that it continue to cooperate closely in its work.

24. The Committee was informed of the desire of ICCAT to participate in the work of the Coordinating Working Party on Atlantic Fishery Statistics (CWP). Taking into account the need to standardize the selection and publication of fishery statistical data in the Atlantic Ocean, the Committee unanimously agreed to recommend to the Council of FAO to authorize at its Fifty-Sixth Session (7-18 June 1971) the participation of ICCAT in the work of CWP, by appointing up to four experts to it. It was, however, pointed out that the number of experts, which each participant was entitled to appoint, would have to be reviewed if the number of participants increased in the future.

(b) International inland waters in Africa

25. The Committee received the Report of the Ad Hoc Consultation on the Proposed Establishment of an Inland Fishery Body for Africa held in Rome, 13-14 April 1971. It endorsed this Report which recommended the establishment of a Committee for Inland Fisheries of Africa under Article VI-2 of the FAO Constitution. It recommended that the draft Statutes for this Committee, agreed upon by the Ad Hoc Consultation, be considered and if possible be adopted by the FAO Council at its Fifty-Sixth Session. The relevant extracts of the report are attached in Appendix F.

(c) Caribbean and adjacent regions

26. The Committee was informed of the Meeting to Consider the Follow-up to the UNDP/FAO Caribbean Fishery Development Project (Phase II) held in Barbados on 28-29 May 1970, and of the Fifth Meeting of Liaison Officers of the above-mentioned project held in Barbados, 27-29 October 1970. It noted that the latter meeting did not pursue the idea of the establishment of a fishery body but agreed on the lines of a project for the establishment of an institute to train personnel for all sectors of the fishing industry and to advise on the development and expansion of offshore commercial fisheries. Subject to the endorsement of the governments concerned, the project would be submitted to the UNDP for support.

27. The Committee was informed that some countries in the area, other than those participating in the above-mentioned project, had given indications of interest in a regional body and that it would be kept informed of further developments.

(d) Other initiatives and developments

28. The Committee noted with satisfaction the recent progress made in the planning and execution of fisheries studies as part of a number of international cooperative investigations of the IOC, viz., the Cooperative Study of the Kuroshio and Adjacent Regions (CSK), the Cooperative Investigations of the Caribbean and Adjacent Regions (CICAR), the Cooperative Investigations in the Northern Part of the Eastern Central Atlantic (CINECA), and the Cooperative Investigations in the Mediterranean (CIM). It recognized the important role of

FAO regional bodies in this connection and the value of close cooperation between them and field projects and commended the International Council for the Exploration of the Sea (ICES) for their active participation and the support given for the speedy implementation of CINECA. The Committee agreed that the organization of international joint surveys to study certain areas and ocean processes is a rational, and often the only practicable way of obtaining necessary information on which fishery development and management can be based. It recommended that FAO should continue to collaborate with IOC and other interested bodies for the promotion and implementation of such cooperative exercises which should be organized as part of the Long-Term and Expanded Programme of Oceanic Exploration and Research (LEPOR) wherever the conditions and circumstances make it desirable and feasible. A number of delegates reiterated the support of their countries to programmes of this kind.

IMPLICATIONS OF THE SECOND WORLD FOOD CONGRESS FOR FISHERY DEVELOPMENT

29. The Committee listened to a summary tape recording of the Second World Food Congress prepared by the Information Division of FAO. This conveyed to the delegates an indication of the nature and spirit of the Congress. The main themes of the Congress, highlighted by the recording, were a concern for social justice, for a more equitable pattern of income distribution and for greater employment opportunities.

30. The Committee expressed its appreciation of having had the opportunity to listen to the summary tape of the Congress. Several delegates expressed appreciation that the Programme of Work and Budget for the Department already reflected many of the priorities stressed at the Congress. The Committee noted that the development of fisheries could play an important role in meeting the main themes of the Congress and that the Department of Fisheries has a responsibility to assist in their attainment, both through its regular programme activities and in the field projects. In this connection the emphasis given in the work of the Department to the development of export potentialities for fishery products was particularly welcome. The relationship of this point to higher standards for food products being established by major importing countries was noted. The Committee welcomed the emphasis on fishery development and the rational utilization of both conventional and unconventional resources, that was brought out in the Congress discussion. In addition the Committee stressed the importance to fishery development of education and training at all levels; this point was particularly relevant to the participation of youth in the development process which had been one of the features of the Congress.

31. The Committee expressed its satisfaction with the work of the Congress and noted Recommendation 23 of Commission II relating specifically to fisheries, which stated that "FAO should stimulate fuller utilization of fishery resources through all the necessary factors of production, marketing and distribution and ensure that the necessary funds and resources are made available by the respective international and national agencies, including the private and public sectors, to achieve this objective. Special emphasis should be placed on training of personnel at all levels within the three categories of research personnel, organization and administration personnel, and operative and practical personnel."

FISHERY FIELD PROGRAMMES OF FAO

32. The Committee reviewed the field programme of FAO in the field of fisheries and considered the growth of this programme by source of funds and type of activity; the procedures for programming activities and obtaining assistance, including the modifications introduced under the new "country programming" procedures of the UNDP; the problems of implementation; the achievements of completed projects; and future lines of development in terms of types of prospects and fields of activity.

33. The Committee recognized the importance of the field programme in fisheries in relation to the total field programme of technical assistance to developing countries and, even more, in relation to the total international effort in fisheries development. It emphasized that the activities under the field programme were most important among the activities undertaken

by the Department of Fisheries and recognized that the support, by the regular programme, of field activities was a means of bringing to fruition, in the developing countries, the accumulated experience and the soundest innovations in techniques and technology developed under the regular programme.

34. The Committee noted that the scale of the field programme would increase rapidly in the coming years with support from the UNDP and even more rapidly with support from trust funds and government programmes, the execution of which would be entrusted to the Department of Fisheries. Bearing in mind the role of the regular programme for the technical back-stopping of field activities and noting that the percentage of extra-budgetary funds allocated for agency overheads did not even at the present stage cover the cost of such back-stopping, the Committee expressed its grave concern that the quality of such support might be compromised with resultant ill effects on the field programme. The Committee recalled similar views it had expressed when considering the Programme of Work and Budget in the field of fisheries in 1972-1973, and urged that the increasing imbalance between regular and field programme funding be corrected by an increased allocation from donor agencies and governments for the execution and technical support of the ever-growing field programme.

35. The Committee considered the most important factors in the programming of field activities. Emphasis was placed on the formulation of projects which took fully into account the economic and social context and the lines of development established in government plans; the identification of project activities bearing in mind all aspects of fishery development, such as fishery resource potential, markets, the availability of capital, the status of infrastructure facilities, the administrative structure, the legislative and fiscal framework, the level of technology and the availability and quality of personnel; the appraisal of all complementary sources of assistance and activities; the ensuring of flexibility in project conception to respond effectively to changes in situations; and the assessment of specific projects in long-term programmes for fishery development. The Committee felt hopeful that the country programming process, with its emphasis on local appraisal by government authorities, the Resident Representative of the UNDP and the technical guidance of specialized agencies, would be able to take the above factors into consideration more effectively than in the past.

36. The Committee was pleased to note that the new procedures, about to be introduced by the UNDP, entailed the delegation of authority to Resident Representatives of the UNDP to approve small projects up to an amount of \$100,000 with a subsequent addition of up to \$25,000 for each project and the authority of the Administrator to approve large projects, within approved Indicative Planning Figures, without the submission of each project to the Governing Council. The Committee felt that these procedures would permit a more speedy approval of projects than in the past.

37. The Committee emphasized that programmes of fishery development on a national level should take into consideration the plans and programmes of other countries, particularly neighbouring ones, involving exploitation of the same fishery resources so as to avoid over-exploitation and over-capitalisation. It recommended that the regional approach necessary for such appraisal could appropriately be undertaken through regional fishery bodies and that these bodies be strengthened by multi-lateral support, particularly from the UNDP, to enable them to play an adequate role in the development of fisheries.

38. The Committee emphasized that careful attention be paid to the programmes and plans of bi-lateral and other donor agencies in the formulation of development projects to be executed by MLC, so as to avoid duplication and promote collaboration between the various efforts.

39. The Committee considered the relative advantages of short and long-term programming of assistance. It agreed that there was no valid reason for thinking of fishery development in terms of a set number of years, for example three or five years, that the desire for

early benefits from a given expenditure required the programming of short-term activities which could be easily implemented, controlled and assessed, but that these short-term activities had to be viewed in terms of long-term plans of fishery development.

40. The Committee also considered the factors which affect implementation of field projects. In general, it commended the Department of Fisheries on the high quality of implementation. It recognized the problems of speedy recruitment of suitable experts, the adequate provision of suitable counterparts, the timely provision of equipment and supplies, and agreed that while there was no single solution to any of these problems FAO was making a commendable effort to minimize these problems and to resolve them effectively when they arose.

41. A number of delegates suggested that greater recourse be had to sub-contractors, both to facilitate implementation and to reduce the demands for technical back-stopping. Some delegates also suggested that a number of training institutions in the more developed countries be designated as centres for fishery development. They pointed out that such an arrangement, with the resulting financial support, would enable these institutions to gear themselves to serve more effectively the needs of developing countries and at the same time would rationalise training programmes and improve the facilities required for their needs.

42. The Committee was gratified to note that the Norwegian Agency for Development (NORAD) had submitted to the Norwegian Parliament a proposal to offer FAO a research and survey vessel to be used in fishery development projects. The vessel would be some 150 ft long, would be equipped for fishery-oriented biological research and for fishing operations in tropical, sub-tropical and temperate waters. The cost of the vessel and equipment was estimated at \$1.3 million. The operational cost of the vessel was proposed to be shared between NORAD and FAO-executed projects. The Committee recognized that this vessel would enable project activities to commence at an early stage after approval of the projects, before project vessels were delivered, and would also permit the temporary expansion of project effort either to intensify operations in a given area or to complement research and survey activities undertaken by any one project. The Committee expressed its hope that other donor governments would follow the example of the Government of Norway in assisting developing countries by similar measures.

43. The Committee noted the achievements of UNDP-supported projects which had been or were being executed by FAO, particularly in Peru, Poland, the Caribbean, Brazil, Korea and Argentina. It recognized that the achievements of projects could not be measured merely in terms of immediate investment as a follow-up to a project but had to consider benefits to the government administration, existing personnel and facilities and the accumulation of knowledge which would serve for the development of fisheries over a long period.

44. With regard to the future development of the field programme, the Committee recommended a number of areas of activity as deserving a high priority, including training of personnel in fishery sciences, fishing technology and fishery administration; assistance to subsistence and artisanal fishermen; marketing and product development and aquaculture.

45. The Committee agreed that the fishery field programmes of FAO be reviewed at each Session. Some delegations suggested the establishment of a sessional committee which might undertake a detailed review and report to the Committee. The Committee agreed, however, that this would pose a financial burden and tax the limited staff resources of the Department of Fisheries and that arrangements should be made for the necessary consideration of the matter at future Sessions of the Committee.

46. The Committee recorded its appreciation to aid donors, particularly the UNDP, to enable FAO to undertake an unparalleled and important field programme in fishery development; its congratulations to FAO on the high quality of implementation of a large and growing fishery field programme; and its satisfaction at the comprehensiveness and usefulness of the documentation prepared by the Secretariat for the Committee's consideration of this item.

THE ROLE OF FAO IN THE MANAGEMENT OF FISHERY RESOURCES

47. The Committee reviewed the document (COFI/71/8) produced by the secretariat at the request of the Committee at its Fifth Session. It appreciated the value of this document as a descriptive statement of the role and possible actions of FAO, and of the Committee itself in this field. It also agreed that both the Committee itself and the Department of Fisheries must give increasing attention to this important subject. The concept of management was recognized as being wider than concern with the stocks alone and included at least concern with fishery development. Some delegations felt that it should extend as far as suggested in paragraph 4 of the document, i.e., the best use of all available resources, including capital and manpower, but others doubted whether in multinational fisheries much progress could be achieved by proposing principles in these wider fields because, in their view, management decisions were in the end taken on the basis of economic, social and political factors that must be weighed in the light of national interests.

48. The increasing importance of adequate management measures to ensure the rational utilization of the fish resources of the world was stressed by several delegates. It was emphasized that consideration of ensuring proper management throughout the world was one of the two main terms of reference of COFI. While the implementation of specific management measures was a regional responsibility, the Department of Fisheries and COFI had important functions in giving assistance so that the regional bodies might carry out their tasks effectively.

49. The Committee considered that three main items were essential to achieve effective management:

- (a) scientific assessment of the state of the stocks, the economics of fisheries, etc.
- (b) formulation of regulatory measures; and
- (c) enforcement of these regulations.

50. Scientific assessment of the state of the stocks was a matter in which FAO could be expected to continue to give considerable assistance. A most important element was the provision by all countries of such basic information as biological and economic statistics, and the compilation and publication of these data should receive high priority. The ability of all countries, particularly developing countries, to collect, provide and analyse these data should be improved with FAO assistance through both its regular and field programmes.

51. Assessment of the state of the stocks should be acceptable to all the countries concerned. In some areas this could be done by working groups in which scientists from all interested countries take part. In others, it could be done at the request of a regional body by some group independent of national interests. However, at present, and probably for some time in the future, some developing countries would not have sufficient national expertise to take a fully effective part in such groups. Wherever possible, developing countries should participate in such groups. This would itself constitute an effective means of training. FAO should, in addition, assist in the training of scientists, including the organization of training centres. Until all countries had developed adequate expertise FAO should use its expertise to supplement that available to regional bodies, and in some cases such bodies sought the assistance of FAO as a source of clearly unbiased scientific advice of high calibre. FAO could further assist regional assessments by development of stock evaluation methodology and other studies, such as the improvement of method of assessment of multi-species fisheries. It was regretted that, in relation to the importance of this assistance, the budgetary situation did not allow more work by FAO on statistics and biological data and on stock assessment, and the Committee hoped that extra-budgetary funds could be mobilized.

52. The formulation of regulations involves considerations of other than purely biological aspects, such as the social, economic and industrial conditions of the countries concerned. Because of the divergent background conditions of the countries concerned, several delegations doubted that the choice of suitable regulations by regional bodies could be assisted by general guidelines. Several other delegations felt that a critical comparison of regulations considered or in force in different parts of the world, would in many cases be useful and that such comparative studies were likely to be especially valuable to developing countries considering management measures, either within their own jurisdiction or as part of an international scheme.

53. Regarding enforcement it was pointed out that neither FAO nor its regional fishery bodies have powers to enforce regulations. For this reason some delegations felt that effective management would in every instance require a treaty-based Commission or other body. However, most of the present treaty-based bodies are also lacking in such powers, and depend on national enforcement supplemented in some cases by schemes of mutual international inspection. COFI might well give attention to the problems this posed.

54. The importance of COFI as a world body, responsible for reviewing the general progress in management, was emphasized. Since several of the regional bodies had been set up on the initiative of COFI, some delegations believed that the Committee should take a more active part in reviewing regularly the progress of these and other regional bodies and consider requesting these bodies to report to the Committee.

55. The Committee could also usefully discuss certain specific problems of a general nature. In this respect one delegation delivered a statement concerning industrial catches of fish species utilized for human consumption. On request of the Committee, this statement was made available. The Committee noted that this question should be taken into consideration and might be discussed by COFI and regional bodies, though decisions and actions in any specific case would have to be taken by the regional body concerned. The question of timeliness of management actions was also raised. Though the actions taken so far have probably been as fast as could be achieved in relation to the complexities of the problems, it was also noted that the accelerated pace of fishery developments, in which some stocks could become fully exploited within two or three years of the fishery starting, made more rapid action very desirable. It was felt that FAO regional bodies would, in urgent cases, provide at least interim solutions, while a treaty-based body was being established.

56. While some of the problems raised under this item might need detailed discussion at a special session of the Committee, it was felt that the subject of management should always be kept on the agenda at all regular sessions. These might if necessary be slightly extended to allow for full discussion.

COOPERATION AMONG INTERNATIONAL AGENCIES IN RELATION TO FISHERIES

(a) Marine pollution

57. The Chairman of the FAO Technical Conference on Marine Pollution and its Effects on Living Resources and Fishing (Rome, 9-18 December 1970), Dr. A.W.H. Needler, reported to the Committee on the Conference and on the Seminar on Methods of Detection, Measurement and Monitoring of Pollutants in the Marine Environment, held in conjunction with that Conference. The Committee considered action already taken by FAO and the programme of follow-up activities as recommended by the Conference and by other bodies concerned, in particular the IMCO/FAO/Unesco/WMO/WHO/IAEA/UN Joint Group of Experts on the Scientific Aspects of Marine Pollution (GESAMP) during its Third Session in February 1971, the 12th Session of the IOC Bureau with the Consultative Council, and the FAO Advisory Committee on Marine Resources Research (ACMRR) during its Sixth Session in March 1971.

58. The Committee reiterated its view that marine pollution is a serious threat to living resources and fishing. It strongly emphasized the need for urgent and intensified action

in the fields of scientific research, monitoring, and improvement of administrative and legislative machineries to arrest and reverse the deterioration of the marine environment. One delegation suggested that the Council consider the advisability of "Ceres" carrying advertisements for such substances as are harmful to the living resources of the sea.

59. The Committee stressed the need for close collaboration between the various organizations concerned through the IOC and in other ways to prevent duplication of effort and noted with satisfaction the further progress made in this respect, in particular through the work of GESAMP and the coordination of related activities of the various UN organizations through the ACC Sub-Committee on Marine Science and its Applications. The Committee commended the Department of Fisheries for the active role played by FAO in fulfilling its responsibility to ensure that work related to the protection of living resources and the aquatic environment was undertaken. The Committee felt that the FAO Technical Conference on Marine Pollution had been timely as the results could be used for the UN Conference on the Human Environment (Stockholm, 1972) which is expected to deal extensively with aquatic pollution and environmental monitoring aspects, and also for the proposed Conference on the Law of the Sea (1973).

60. The Committee was glad to note that the Conference recommendations for action programmes in the field of marine pollution had been taken into account in the preparation of the FAO medium term programme. The Committee expressed its serious concern about the need for adequate staffing of the Department of Fisheries in this field and urged that the present deficiency be remedied as soon as possible (if necessary by shifting funds from other sources) in order to ensure that FAO maintained its capability at an adequate level to fulfil its leading role in the protection of living aquatic resources from pollution and to be able to promote the necessary field activities and services required by member nations.

61. The Committee welcomed the progress made with regard to the development of a programme for monitoring or surveillance of marine pollution, in particular the preliminary results of the Seminar on Methods for Detection, Measurement and Monitoring and the elaboration of the marine pollution section of LEPOR through several groups of experts including ACMRR.

62. The Committee agreed on the urgency of assisting developing countries in obtaining expertise to deal with the various problems of marine pollution in connection with the protection of the living resources and fishing. In this connection it noted with appreciation that the Swedish International Development Authority (SIDA) was providing funds for two training courses related to marine pollution and the protection of living resources to be held in 1972 and 1973. The Committee took note of plans for close collaboration between FAO and the Permanent Commission for the South Pacific in developing a marine pollution programme on the west coast of Latin America, possibly with financial support from the Inter-American Development Bank. The representative of ICES reported on a programme of his organization for a comprehensive study of marine pollution in the North Sea and indicated that ICES would organize a "Symposium on physical processes responsible for the dispersal of marine pollutants particularly in the coastal zone", to be held in Aarhus, Denmark, in July 1972.

(b) Activities within the United Nations system

63. The Committee was informed that the Economic and Social Council and the General Assembly of the United Nations had endorsed the reports prepared by FAO or with the collaboration of FAO pursuant to UN General Assembly Resolution 2413 (XXIII) on Exploitation and Conservation of Living Marine Resources and Resolution 2414 (XXIII) on International Cooperation on Questions Related to the Oceans. It took note of the action being taken by the Secretary-General of the United Nations, in consultation with organizations of the United Nations system and other sources, to prepare a general but concise background review in implementation of ECOSOC Resolution 15379 (XLIX) on Marine Cooperation.

64. The Committee noted with satisfaction that in Resolution 2750C (XXV), relating to the convening of a Conference on the Law of the Sea, the General Assembly of the United Nations

had invited a number of specialized agencies, including specifically FAO and its Committee on Fisheries, to cooperate fully with the enlarged Sea-Bed Committee in the implementation of the Resolution, in particular by preparing such scientific and technical documentation as the Committee may request in its capacity as preparatory committee for the Conference.

65. Several delegations cautioned that the Department of Fisheries should not take any hasty steps to prepare material for the Sea-Bed Committee, in view of the predominantly political and legal nature of the Conference on the Law of the Sea. They stressed that technical and scientific documentation should only be submitted at the express request of the Sea-Bed Committee. The Committee on Fisheries was informed that at its Session, held in March 1971, the Sea-Bed Committee had in fact agreed that FAO be requested to contribute such documentation on the living resources of the sea, including charts and maps, as could assist the Committee in its work. In addition, the Committee had agreed that FAO, as well as the other specialized agencies concerned, be invited to provide a list of the documents issued by them which they considered to be relevant to the work of the Committee. The Secretariat of the United Nations had informed FAO that formal notification to this effect would be forthcoming.

66. The Committee on Fisheries was informed that the documents to be prepared by the Department of Fisheries for the Session of the Sea-Bed Committee, scheduled to be held in July-August 1971, would involve essentially the collation and presentation of existing information. The Committee requested that these documents, when made available to the Sea-Bed Committee, should also be forwarded to all member nations, as they would be of particular value to administrators responsible for fisheries. It was made clear that documents would be forwarded to the Sea-Bed Committee only after official receipt of the Committee's request.

67. The attention of the Committee on Fisheries was called to the fact that at the March Session of the Sea-Bed Committee, several representatives had proposed that the specialized agencies concerned, including FAO, be requested to second a member of their staff to the Secretariat of the Sea-Bed Committee so that it could benefit from the necessary expertise. The suggestion was made that the Department of Fisheries should take steps to respond if this proposal were finally accepted. The Committee recognized the desirability for all members of FAO, who are members of the Sea-Bed Committee, to include fishery experts in their delegations at the next session of that Committee.

68. The Committee was informed of the request of the FAO Council, at its Fifty-Fifth Session, that at its Sixth Session the Committee be informed more fully of the activities of the Intergovernmental Oceanographic Commission (IOC) which relate to FAO's work in fisheries and that this include a report on FAO's support for, and work in connection with, these activities. Such a report, prepared by the Secretary of the IOC, was accordingly submitted to the Committee. The Committee also noted the matters discussed at the Third Session of the Inter-Secretariat Committee on Scientific Problems Relating to Oceanography (ICSPRO), in particular arrangements for the coordinated implementation of the Long-term and Expanded Programme of Oceanic Exploration and Research (LEPOR); the possible establishment of an effective inter-agency mechanism to facilitate the allocation of responsibilities for specific projects in LEPOR; and the provision of advice by the IOC on the programmes of work of its supporting organizations, insofar as they relate to marine science. In this connection the Committee welcomed the intention of the IOC to request member governments to include in their delegations, representatives of various disciplines.

69. The Committee was generally satisfied with the developments outlined above and recognized the usefulness of close collaboration between the IOC and FAO with respect to training and education of marine scientists, scientific aspects of marine pollution and cooperative investigations and agreed that appropriate support to the IOC be maintained. One delegation, however, recalled that when, at its Fifteenth Session, the FAO Conference had agreed that FAO should collaborate closely with the IOC and supporting agencies, recognizing FAO's mandate to provide leadership in research and development activities concerning the living resources of the sea, some delegations had cautioned that FAO's contribution should be

commensurate with the interests of fisheries in the activities of the IOC and that care should be exercised to avoid undue diversion of manpower and financial resources.

70. The Committee noted with appreciation the results of the work of the Sub-Committee on Safety of Fishing Vessels of the Maritime Safety Committee of IMCO and the continuing nature of the Department of Fisheries' participation at secretariat level in the work of this body.

71. The Committee noted with satisfaction the arrangements underway for the preparation of the UN Conference on the Human Environment (Stockholm, 1972), and the role played by FAO, particularly with regard to living resources.

MATTERS ARISING FROM ADVISORY BODIES

(a) Advisory Committee on Marine Resources Research

72. The Chairman of the ACMRR reported on the activities of the Advisory Committee during the intersessional period and referred particularly to the major items dealt with during the last session of ACMRR held in Rome in 1971. The Committee noted that the Advisory Committee continues to perform dual responsibilities as an advisory body to the Director-General of FAO on marine resources and environmental research and their application to fisheries, and to IOC on the fishery aspects of oceanography. ACMRR, either directly or through its working groups, has also been actively engaged in the promotion of various fields of research and their application through the field programme to surveys, stock assessment, the exchange of information, training and education of scientists (in close collaboration with IOC) and the preparation of various manuals of special value to developing countries. Through its close links with the marine and scientific communities in member countries, ACMRR has been able to forecast trends and demands for action by FAO and other agencies concerned with international ocean affairs in the field of marine science and fishery research, as in the case of marine pollution. Such advice enabled FAO to make necessary provision in the Programme of Work and Budget, enabling it to play the leading role which member countries expect in these fields, as well as related action by IOC.

73. The Committee on Fisheries expressed its appreciation of the valuable services rendered to FAO and to its member countries by ACMRR and congratulated the Committee for its outstanding achievements.

(b) Panel of Experts on Fish Utilization

74. The Committee noted with satisfaction the valuable advice rendered by the Panel of Experts on Fish Utilization and expressed general agreement with the conclusions reached at its Second Session, and outlined below:

75. The panel had emphasized the importance of integrated action programmes aiming at fuller utilization of identified fishery resources and encompassing exploratory fishing, gear technology, vessel and harbour development, processing, and marketing, as well as training in disciplines of commercial relevance. The activities of the Fishery Industries Division would greatly benefit from the proposed close association of industrial interests in project identification, formulation and follow-up. The Committee appreciated the desirability of wider opportunities for trainees from developing countries to obtain in-service training in developed fishery industries and was pleased to hear that the Governments of Japan and Poland offered to facilitate such training.

76. The Committee noted the complex problems encountered in assisting artisanal and subsistence type of fisheries, which often extended beyond the technical sphere of fisheries development. Overall solution could therefore often be effected only through actions taken at the national government level.

77. The panel had stressed that the involvement in technical servicing of field operations was especially important in the type of work carried out by the Fishery Industries Division. The formation of teams and task forces to deal with specific problems and render expedient advice to projects and industries would serve to ensure that regular programme commitments and field project requirements were met as efficiently as possible.

(c) Other - Informal Advisory Group to the Fishery Economics and Institutions Division

78. The Committee noted the useful role of the informal advisory group of consultants to the Division in view of the urgency and scope of the tasks confronting the Division and the necessity for carefully establishing priorities. The group, consisting of five experts acting in their individual capacity, met on 10-12 March 1971.

79. The group emphasized the importance of that part of the work of the Division which was directly related to the field programme and the help given to national governments in the field of statistics. At the same time it emphasized the importance of certain long-standing aspects of the work of the Division such as the collection and publication of basic statistical material as well as the follow-up work to the IWP, including a revision and expansion of the scope of the demand projections. The group emphasized the importance of considering the economic aspects of management and in particular supported a proposal to study the economic and social effects of management schemes already in operation. It also recommended that high priority be given to improving statistics relating to fishing fleets and fishing effort. The group welcomed the decision to hold an ad hoc consultation of selected experts on fisheries education and training instead of a technical conference. It also supported the emphasis being given to training programmes for small-scale fishermen but cautioned that such programmes should be assessed in the context of wider economic and social considerations.

MATTERS CONSIDERED BY THE FIFTY-FIFTH SESSION OF THE FAO COUNCIL

80. The Committee was informed of the action taken by the FAO Council at its Fifty-Fifth Session with respect to such matters of concern to the Committee as were not already covered under other items of the Agenda. In particular, the Council had considered a proposed change in the composition of the Committee, in the light of the discussions that had been held on this matter at the Fifteenth Session of the Conference of FAO, at the Fifth Session of the Committee on Fisheries and at the Seventeenth Session of the Programme Committee. The Council had agreed that the Committee on Fisheries should be opened to all interested member nations for a trial period of four years. The Committee on Fisheries took note of the draft resolution to this effect that the Council was recommending for adoption by the Sixteenth Session of the Conference of FAO.

ANY OTHER MATTERS

(a) Amendment to Rule VI(2) of the Rules of Procedure of the Committee on Fisheries

81. The Committee considered a suggestion to delete from its Rules of Procedure any reference to the preparation of records of its meetings. Several delegations felt that such records were not necessary as the report adopted by the Committee at the end of each Session covered the main points made in the deliberations as well as the conclusions reached by the Committee. They were also of the view that savings made by discontinuing the preparation and publication of records could well be used in programme activities. Other delegations observed that records served a useful purpose as they summed up the statements made by individual delegations and indicated the position taken by each member country on specific issues.

82. In the course of the debate on this matter, several delegations suggested that the Committee might consider establishing at each Session a drafting group which would assist in preparing or reviewing the draft report before it was submitted to the Committee. Other delegations, however, felt that such a drafting group might aggravate the problem of accomplishing the work of the Committee in the time available.

83. The Chairman pointed out that depending on the decision to be taken by the Conference at its Sixteenth Session, the membership of the Committee might be open on a trial basis to all interested member nations. He therefore felt that it would be more appropriate for the enlarged Committee to pronounce itself on the question of discontinuing the preparation of records and of appointing a drafting group. It was so agreed.

DATE AND PLACE OF NEXT SESSION

84. The Committee noted that, in accordance with its rules of procedure, its next session should be held at FAO Headquarters, Rome, and agreed in principle with the dates of 6-13 April 1972 for the Seventh Session. The precise timing was left to the Director-General of FAO to decide, in consultation with the Chairman of the Committee on Fisheries, bearing in mind the timing of other sessions.

MATTERS REQUIRING THE ATTENTION OF THE COUNCIL

85. The following matters specifically require the attention of the Council:

(a) Matters of substance on which Council action is required

- (i) To authorize the participation of the International Commission for the Conservation of Atlantic Tunas (ICCAT) in the work of the Coordinating Working Party on Atlantic Fishery Statistics (CWP) (paragraph 24)
- (ii) To consider and to adopt draft statutes for the establishment of a Committee for Inland Fisheries of Africa under Article VI-2 of the FAO Constitution or to authorize the Director-General to promulgate these statutes (paragraph 25 and Appendix F).

(b) Subjects upon which some discussion in the Council might provide useful guidance for further consideration by the Committee

- (i) The work of FAO in the field of fisheries during 1972-73 (paragraphs 7 to 17); the fishery field programmes (paragraphs 32 to 46); and the role of FAO in the management of fishery resources (paragraphs 47 to 56)
- (ii) Cooperation among international agencies in relation to fisheries (paragraphs 57 to 71), particularly concerning marine pollution (paragraphs 57 to 62) and the activities of the Intergovernmental Oceanographic Commission (IOC) which relate to FAO's work in fisheries (paragraphs 68 and 69).

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LIST OF PARTICIPANTS

MEMBERS OF THE COMMITTEE

Argentina

SCIURANO, Capt. J.E.
Interventor del Servicio Nacional de Pesca
Paseo Colón 922, 2^o
Buenos Aires

VALLEGA, J.
Consejero Agrícola
Embajada de la República Argentina
Piazza dell'Esquilino 2
00185 Roma

VIGNAUD, J.C.
Representante Permanente Alterno de la
República Argentina ante la FAO
Embajada de la República Argentina
Piazza dell'Esquilino 2
00185 Roma

Australia

SETTER, C.G.
First Assistant Secretary
Fisheries and Extension Services Division
Department of Primary Industry
Macquarie Street
Barton
Canberra, A.C.T. 2600

STAFFORD, J.A.
Agricultural Attaché
Embassy of Australia
Via Sallustiana 26
00187 Roma

Brazil

SANTOS, F.A.
Superintendente da Pesca
Edifício da Pesca
Praça XV de Novembro
Rio de Janeiro, Guanabara

LAIDLER, Capt. O.
Diretoria de Hidrografia e Navegação
Ministerio da Marinha
Ilha Fiscal
Rio de Janeiro, Guanabara

TRAVASSOS, Dr. H.P.
Chief, Fisheries Biology Team
SUDEPE
Edifício da Pesca
Praça XV de Novembro
Rio de Janeiro, Guanabara

BATH, S.G.
First Secretary of Embassy
Embassy of Brazil
Piazza Navona 14
00186 Roma

Canada

NEEDLER, Dr. A.W.H.
Special Advisor
Department of Fisheries and Forestry
Sir Charles Tupper Building
Confederation Heights
Ottawa 8, Ontario

SPRULES, Dr. W.M.
Director
International Fisheries Branch
Department of Fisheries and Forestry
Sir Charles Tupper Building
Confederation Heights
Ottawa 8, Ontario

BERUBE, L.J.
Special Advisor (Fisheries)
Canadian International Development Agency
Jackson Building
Ottawa, Ontario

France

THIBAUDAU, R.
Directeur adjoint des Pêches maritimes
Direction des Pêches maritimes
Secrétariat Général de la Marine Marchande
Ministère des Transports
3 Place de Fontenoy
Paris 7^e

LAGARDE, R.

Sous-Directeur de la Réglementation et
des Relations Internationales
Ministère de la Marine Marchande
3 Place de Fontenoy
Paris 7e

LETACONNOUX, R.

Directeur adjoint de l'Institut Scientifique
et Technique des Pêches maritimes
Secrétariat Général de la Marine Marchande
Ministère des Transports
3 Place de Fontenoy
Paris 7e

PERCIER, A.

Conseiller technique pour la pêche
Centre National Exploitation des Océans
(CNEXO)
39 Avenue d'Iéna
Paris 16e

LE LOURD, P.

Ingénieur
Centre National Exploitation des Océans
(CNEXO)
39 Avenue d'Iéna
Paris 16e

Germany, Federal Republic of

MÖCKLINGHOFF, G.

Ministerialrat
Federal Ministry of Food, Agriculture
and Forestry
53 Bonn

Ghana

ADJETEY, J.N.N.

Chief Fisheries Officer
Fisheries Division
Ministry of Agriculture
P.O. Box 630
Accra

India

ROSE, G.

Joint Secretary
Ministry of Agriculture
Krishi Bhavan
New Delhi

Indonesia

AMAT, S.

Permanent Representative of Indonesia to FAO
Embassy of the Republic of Indonesia
Via Piemonte 127
00187 Roma

MALANGJUDO, S.

Director of Planning
Directorate General of Fisheries
Department of Agriculture
Djalan Salemba Raya 16
Djakarta

Iran

BEHRAVESH, Z.

Counsellor
Permanent Mission of Iran to FAO
Via Flaminia 362/4
00196 Roma

Italy

MEGLIO, Dott. G.

Direttore di Divisione
Direzione Generale della Pesca Marittima
Ministero della Marina Mercantile
Viale Asia
00144 Roma

MATTA, Prof. F.

Esperto Capo
Laboratorio Centrale di Idrobiologia
Piazza Borghese 91
00186 Roma

CAPODILUPO, Dr. E.

Consigliere 1^a classe
Direzione Generale della Pesca Marittima
Ministero della Marina Mercantile
Viale Asia
00144 Roma

OLIVA, Dr. A.

Consigliere 1^a classe
Direzione Generale della Pesca Marittima
Ministero della Marina Mercantile
Viale Asia
00144 Roma

PANELLA, Dr. S.

Esperto
Laboratorio Centrale di Idrobiologia
Piazza Borghese 91
00186 Roma

Japan

ANDO, K.
Minister and Permanent Representative
of Japan to FAO
Embassy of Japan
Via Virginio Orsini 18
00192 Roma

MIMURA, K.
First Secretary
Embassy of Japan
Via Virginio Orsini 18
00192 Roma

TANABE, R.
Technical Official
Fishery Agency
Ministry of Agriculture and Forestry
2-1 Kasumigaseki
Chiyoda-ku, Tokyo

KIYA, T.
Specialized Agencies Department
United Nations Bureau
Ministry of Foreign Affairs
2, 2-chome, Kasumigaseki
Chiyoda-ku, Tokyo

Kenya

ODERO, N.
Director of Fisheries
Fisheries Department
Ministry of Tourism and Wildlife
P.O. Box 241
Nairobi

Korea, Republic of

HEE UN CHANG
Deputy Administrator
Office of Fisheries
Ministry of Agriculture and Forestry
Seoul

JU IN SONG
Permanent Representative to FAO and
Agricultural Attaché
Embassy of the Republic of Korea
Via Barnaba Oriani 30
00198 Roma

HAN MO KIM
Chief
National Cooperation Section
Office of Fisheries
Ministry of Agriculture and Forestry
Seoul

Malaysia

MERICAN, A.B.O.
Deputy Director-General of Fisheries
Fisheries Department
Ministry of Agriculture and Cooperatives
Swettenham Road
Kuala Lumpur

Mali

KEITA, J.D.
Directeur
Direction des Eaux et Forêts
Ministère du Développement
B.P. 91, Mopti
Bamako

Mexico

VEGA RIVAS, Lic. R.
Director General de las Regiones Pesqueras
Secretaría de Industria y Comercio
Avenida Cuauhtémoc 80
México, D.F.

MENDOZA VON BORSTEL, F.
Director General de la Gran Irrigación
y Control de Ríos
Secretaría de Recursos Hidráulicos
Reforma 69, Piso 11
México 1, D.F.

Morocco

EL GHORFI, Son Excellence Nor
Ambassadeur du Royaume du Maroc auprès
de la FAO
Ambassade du Royaume du Maroc
Via degli Scialoja 32
00196 Roma

LAYACHI, D.
Directeur général
Office national des Pêches
13-15 Rue Chevalier Bayard
Casablanca

Norway

SUNNANÅ, K.
Director
Directorate of Fisheries
Raadstuplass 10
Bergen

RASMUSSEN, H.
Assistant Director
Directorate of Fisheries
Raadstuplass 10
Bergen

SAETERSDAL, G.
Director
Institute of Marine Research
Nordnesparken 2
Bergen

RAASØK, K.
Head of Division
Ministry of Fisheries
Oslo

Pakistan

KHALIL, M.I.K.
Agricultural Counsellor
Embassy of Pakistan
Lungotevere delle Armi 22
00195 Roma

Peru

DEUSTUA, Excmo Sr. D. Alejandro
Embajador
Embajada del Perú
Via Po 22
00198 Roma

LLCSA, Vice-Almirante L.E.
Miembro de la Comisión Consultiva de
Relaciones Exteriores y Representante
de la Sociedad Nacional de Pesquería
Lima

PEREZ GALLEN, A.
Jefe de la Oficina de Cooperación
Técnica y Económica
Ministerio de Pesquería
Lord Cochrane 351
Miraflores, Lima

ARRIOLA SARMIENTO, S.
Representante Permanente del Perú ante la FAO
Embajada del Perú
Via Po 22
00198 Roma

Philippines

Poland

PIETRASZEK, R.
Vice-Minister of Navigation
Swietokrzyska 12
Warsaw

FILA, M.
Deputy Director of Department
Ministry of Shipping
Warsaw

ROPELEWSKI, A.
Deputy Director
Sea Fisheries Institute
Aleja Zjednoczenia 1
Gdynia

POPIEL, Prof. J.
Researcher
Sea Fisheries Institute
Aleja Zjednoczenia 1
Gdynia

Senegal

GUEYE, Son Excellence Amadou Louis
Ministre Plénipotentiaire du Sénégal
auprès de la FAO
Ambassade de la République du Sénégal
Via Tagliamento 45
00198 Roma

Sierra Leone

Tunisia

Spain

MARCITLLACH GUAZO, F.
Director General de Pesca Marítima
Dirección General de Pesca Marítima
Ruiz de Alarcón 1
Madrid

VERA KIRCHNER, J.
Jefe de la 2^o Sección
Dirección General de Pesca Marítima
Ruiz de Alarcón 1
Madrid

Sudan

SULIMAN, S.A.
Resident Representative of Sudan to FAO
Embassy of the Democratic Republic of Sudan
Via dei Monti Parioli 48
00197 Roma

Sweden

HULT, Dr. J.
Director-General
National Board of Fisheries
Fack, 402 20
Göteborg 5

LAGERFELT, C.-E.
Secretary
Swedish National FAO Committee
Ministry of Agriculture
Fack, S-103 10
Stockholm 2

Tanzania

SICHONE, W.
Principal
Fisheries Institute
Kunduchi
P.O. Box 23126
Dar-es-Salaam

Uganda

SEMAKULA, S.N.
Chief Fisheries Officer
Fisheries Department
Ministry of Animal Industry, Game and
Fisheries
P.O. Box 4
Entebbe

DHATEMMA, C.M.
Fisheries Officer
Ministry of Animal Industry, Game and
Fisheries
P.O. Box 4
Entebbe

United Kingdom

HALL, Dr. D.N.F.
Fisheries Adviser
Foreign and Commonwealth Office
Overseas Development Administration
29 Bressenden Place
London SW1, England

AGLEN, A.J.
Department of Agriculture and Fisheries
for Scotland
Argyle House
3 Lady Lawson Street
Edinburgh 2, Scotland

SMALL, W.R.
Assistant Secretary
Fisheries Division 1
Ministry of Agriculture, Fisheries and Food
Great Westminster House
Horseferry Road
London SW1, England

United States of America

ROEDEL, P.M.
Director
U.S. Department of Commerce
National Oceanic and Atmospheric
Administration
National Marine Fisheries Service
Interior Building
Washington, D.C. 20235

BRITTIN, B.H.
Deputy Coordinator of Ocean Affairs and
Deputy Special Assistant to the Secretary
Department of State
Washington, D.C. 20520

COBURN, H.
Deputy Permanent Representative of
the U.S.A. to FAO
Embassy of the United States
Via Vittorio Veneto 119-A
00187 Roma

FOX, Mrs. P.I.
Foreign Affairs Specialist
U.S. Department of Commerce
National Oceanic and Atmospheric
Administration
National Marine Fisheries Service
Interior Building
Washington, D.C. 20235

Uruguay

PEREZ DEL CASTILLO, Excmo Sr. D. Carlos
Embajador
Representante Permanente del Uruguay
ante la FAO
Misión Permanente del Uruguay ante la FAO
Via Appia Antica 280
00178 Roma

ZCERRILLA DE SAN MARTIN, D.
Representante Alterno ante la FAO
Misión Permanente del Uruguay ante la FAO
Via Appia Antica 280
00178 Roma

OBSERVERS

Bulgaria

SIMEONOV, M.
Director
SBE High Seas Fishery
Peter I Street
Burgas

ZVEZDOV, M.
Fisheries State Economic Board
8 Vela Peeva Street
Burgas

DEKOV, Prof. D.V.
Représentant permanent de la Bulgarie
auprès de la FAO
Ambassade de la République populaire
de Bulgarie
Via Sassoferrato 11
00197 Roma

Burundi

NGOMIRAKIZA, M.
Directeur du Département des Eaux et Forêts
Ministère des Affaires Etrangères et
de la Coopération
B.P. 1850
Bujumbura

Chad

ALI GARAM, A.
Expert Homologue Pêches
Commission du Bassin du Lac Tchad
B.P. 727
Fort-Lamy

Colombia

RUIZ VARELA, Dr. H.
Representante Permanente de Colombia
ante la FAO
Embajada de Colombia
Via Giuseppe Pisanelli 4
00196 Roma

Congo (Brazzaville)

LEKE, J.P.
Représentant permanent du Congo à la FAO
Ambassade de la République Populaire
du Congo
Via Tagliamento 39
00198 Roma

Congo (Democratic Republic of)

NZEKELE, T.S.
Ministre -- Conseiller
Chargé d'Affaires a.i.
Ambassade de la République Démocratique
du Congo
Via Mecenate 24/30
00184 Roma

Costa Rica

DI MOTTOLA, Excmo Sr. D. Carlos
Embajador
Representante Permanente de Costa Rica
ante la FAO
Misión Permanente de Costa Rica ante la FAO
Via Veneto 56
00187 Roma

Cuba

MAS, Dra Alicia
Funcionaria de la Misión Permanente
de Cuba ante la FAO
Via dei Monti Parioli 44
00177 Roma

Denmark

LØKKEGAARD, K.
Head of Department
Ministry of Fisheries
Copenhagen

Ecuador

AYALA IASSO, J.
Ministro
Embajada del Ecuador
Via Francesco Scarpellini 9
00197 Roma

Finland

NISKANEN, P.
Assistant Counsellor of Fisheries
Agriculture and Forest Ministry
Mariankatu 23
Helsinki 17

MATHOTHU, A.
Fisheries Officer
Department of Fisheries
Ministry of Agriculture
P.O. Box 206
Zomba

Gabon

TEALE, E.
Représentant permanent du Gabon
auprès de la FAO
Ambassade du Gabon
Via XI Settembre
00197 Roma

Malta

GAUCI, V.
Counsellor
Embassy of Malta
Lungotevere Marzio 12
00186 Roma

MOSKOVITS, Dr. I.
Permanent Representative of Malta to FAO
Embassy of Malta
Lungotevere Marzio 12
00186 Roma

Hungary

RIBLIANSZKY, M.
Director
National Fishery Inspectorate
V Kossuth Lajos tér 11
Budapest

THURANSZKY, Dr. Z.
Senior Officer
National Fishery Inspectorate
V Kossuth Lajos tér 11
Budapest

Mauritania

BA, I.
Directeur des Pêches
Service des Pêches
B.P. 137
Nouakchott

Ivory Coast

KOUAO, A.G.
Premier Secrétaire
Ambassade de la République de Côte d'Ivoire
Via Lazzaro Spallanzani 4-6
00161 Roma

New Zealand

WOODS, E.R.
Second Secretary Commercial
New Zealand Embassy
Via Zara 28
00198 Roma

Libyan Arab Republic

KHALIL, A.
Counsellor for FAO
Embassy of the Libyan Arab Republic
Via Nomentana 365
00162 Roma

Nicaragua

MATAMOROS, B.
Representante Alterno de Nicaragua ante la FAO
Embajada de Nicaragua
Via Nicolás Porpora 12
00198 Roma

Malawi

STONEMAN, J.
Chief Fisheries Officer
Department of Fisheries
Ministry of Agriculture
P.O. Box 206
Zomba

Nigeria

ENEKA, J.A.
Counsellor (Agriculture)
Permanent Representative of Nigeria to FAO
Embassy of the Federal Republic of Nigeria
Via di Villa Sacchetti 11
00197 Roma

Portugal

BOTELHO DE SOUSA, Comodore A.V.
Diretor
Gabinete Estudos das Pescas
Avenida da Liberdade 211
Lisboa

VALDEZ, V.
Centro de Bioceanologia e Pescas
Ministerio do Ultramar
Avenida Ilha da Madeira
Lisboa

Qatar

AL MANA, A.
Ministry of Industry and Agriculture
Doha

AL KAWARI, Sultan
Head, Agricultural Development Section
Ministry of Industry and Agriculture
Doha

Trinidad and Tobago

ST. JOHN, M.O.
Counsellor
Permanent Mission of Trinidad and Tobago
to the Office of the United Nations
37-39 rue de Vermont
1202 Geneva, Switzerland

Upper Volta

ZIBA, C.
Ingénieur des Travaux des Eaux et Forêts
Chef du Service de la pêche et de la
pisciculture
Direction des Eaux et Forêts
Ouagadougou

Venezuela

PIETRANTONI, L.
Coordinador de Asuntos Pesqueros
Ministerio de Agricultura y Cria
Oficina Nacional de Pesca
Centro Simon Bolivar
Torrenorte, Caracas

SIMPSON, J.G.
Project Manager
Fishery Research and Development Project
Apartado 2578
Caracas

Zambia

CLARKE, J.E.
Director of Wildlife, Fisheries and
National Parks
P.O. Box 1
Chilanga

INTERNATIONAL ORGANIZATIONS

United Nations Development Programme

KASAHARA, Dr. H.
Associate Dean
College of Fisheries
University of Washington
Seattle, Washington 98105, U.S.A.

International Labour Organization

SEMPRINI, Mrs. V.
ILO Branch Office in Rome
Via Panisperna 28
00184 Rome, Italy

United Nations Educational, Scientific
and Cultural Organization

HOLT, Dr. S.J.
Director
Office of Oceanography
Unesco
Place de Fontenay
Paris 7e, France

Inter-Governmental Maritime
Consultative Organization

ANDREEV, A.
IMCO
101-104 Piccadilly
London W1V 0AE, England

International Commission for the
Conservation of Atlantic Tunas

RODRIGUEZ MARTIN, Dr. O.
Executive Secretary
ICCAT
General Mola 17
Madrid, Spain

International Commission for the Scientific
Exploration of the Mediterranean Sea

LETACONNOUX, R.
(see France)

International Council for the
Exploration of the Sea

TAMBS-LYCHE, H.
General Secretary
ICES
Charlottenlund Slot
2920 Charlottenlund, Denmark

International North Pacific
Fisheries Commission

NEEDLER, Dr. A.W.H.
(see Canada)

Organization for Economic
Cooperation and Development

ADAM, P.L.C.
Head of the Fisheries Division
OECD
2 rue André-Pascal
Paris 16e, France

World Federation of Trade Unions

BARBON, S.
Membro del Comitato e Direttore
della Federazione Italiana
Lavoratori del Mare
CGIL
Corso d'Italia 25
00198 Rome, Italy

OFFICERS OF THE COMMITTEE

Chairman	Mr. K. Sunnanå ^o (Norway)
First Vice-Chairman	Commodore N. Zachman (Indonesia) (absent)
Vice-Chairmen	Brazil Canada Peru Uganda

GUEST SPEAKER

Ambassador Arvid Pardo
Permanent Representative of Malta to the United Nations

DEPARTMENT OF FISHERIES

Assistant Director-General	Roy I. Jackson
Director of Programme Coordination and Operations	F.E. Popper
Programme Leader - Indian Ocean Fisheries Survey and Development Programme	J.C. Marr
Director for Operations	H.C. Winsor
Director, Fishery Resources Division	M. Ruivo
Director, Fishery Economics and Institutions Division	J.A. Storer
Director, Fishery Industries Division	H. Watzinger

SECRETARIAT

Secretary

F.E. Popper
Director of Programme
Coordination and Operations

Assistant Secretaries

H. Rosa, Jr.
Chief, Fishery Liaison Unit

J.E. Carroz
Senior Legal Officer
(International Fisheries)

V. Shah
Technical Officer

Meetings Officer

Mary Clare de Freitas

Meetings Assistant

Mary Mobley

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ADDRESS BY THE DIRECTOR-GENERAL

Mr. Chairman, Distinguished Guests,

It is a pleasure for me to welcome you to the Sixth Session of the Committee on Fisheries. I am gratified to see that Member Nations are once more so well represented on this occasion. Your presence here, including the many representatives of nations who are not members of the Committee but have sent observers, is evidence of the great interest that exists in the work of this Committee. I also extend a cordial welcome to the representatives of international organizations concerned with fisheries. The breadth and the level of representation which this Committee has always enjoyed is an encouraging proof to all of us that it is indeed fulfilling its functions as the foremost global forum for discussions on fishery problems of an international character.

This wide-spread interest in the work of your Committee has, as you know, led to the suggestion, which you debated at your last Session, that the Committee should be opened to all interested Member Nations. This suggestion has now been adopted by the FAO Council and, if its recommendation is accepted by the Conference next November, your Committee will take its new enlarged form thereafter. It will also interest, and I think please, you that the Council, drawing on the experience with your Committee, has recommended an amendment to the Constitution of FAO which would establish a Committee on Forestry with a mandate very similar to yours. There may also be a somewhat similar Committee on Agriculture.

Mr. Chairman, I would now like to turn to the matters you will be considering during this Session.

As this is a Conference year, you have before you my programme and budget proposals concerning FAO's work in fisheries in 1972-73 as they will be placed before the Conference later this year. These proposals take into account as far as possible the views you yourselves expressed at your last Session, as well as the views expressed by the Programme and Finance Committees, the Council and by the FAO Regional Conferences held last autumn. You will appreciate, I am sure, that these various views had to be balanced among themselves, reconciled with demands emanating from other sectors and affecting other parts of the Organization, and also had to be brought into line with the resources which I can reasonably ask our Member Nations to make available to FAO. I hope you will find that the proposals, on the whole, merit your support, although it is still possible—within the budgetary limits indicated—to modify them to some extent in the light of what you may wish to say about them.

While Mr. Jackson and his senior staff will be assisting you in your deliberations on this item, I should like to inform you of the considerations which have guided me in the formulation of my overall proposals for the Organization's budget in the next biennium. I trust that I will have your understanding and your support in view of the approach you have adopted to these matters in the past. At your last Session, for example, while you expressed your hope that the Department of Fisheries would reach in 1972-73 the level originally planned, including the level of staffing contemplated, at the time of its establishment by the Thirteenth Session of the Conference, you realized that this would depend on the funds available and the programme of work of the Organization as a whole.

I am proposing a Programme of Work and Budget for 1972-73 totalling just over \$87 million. The increase over the Approved Budget for 1970-71 is \$16.5 million, made up of \$14.5 million in cost increases and \$2 million in new money for real programme increases. Moreover, \$1.6 million will be switched to high priority programmes from activities which, in the circumstances in which we find ourselves, I consider can now be reduced or discon-

timed. You will understand that the cost increase of \$14.5 million, of which I have just spoken and which is a matter of considerable concern to many Member Nations, is in the same category as what has in the past been called mandatory costs. It is the direct or indirect effect of a rise in prices for which I have no responsibility. However, because of its exceptional size on this occasion, I have to refrain from seeking all the needed additional funds for real increases in our activities which we could well justify. If I were to ask for the programme increase which I believe is required to meet all the legitimate demands, particularly of the developing countries we serve, I would have to ask our Member Nations to endorse a total for both cost increases and programme increases approaching one-third of the 1970-71 budget level. This, I am convinced, would be placing too heavy a burden of contributions on our Member Nations and it is for this reason that I felt compelled to keep to more modest proposals, disappointing though they may appear to many of you. The problem of the effect of cost increases on the extent of programme increases will of course have to be solved and I hope that in the longer term we shall be able to return to a more satisfactory growth pattern. This is very necessary because the Regular Programme is relatively small in comparison to the resources which the Organisation manages for projects supported by the UNDP and government programmes. This Regular Programme must be maintained at an adequate level as the hard core of technical competence which back-stops the field activities and acts as a catalyst energizing a far greater sum of extra-budgetary resources.

Having been forced to reconcile myself to a modest programme increase for the next biennium, I have made a determined effort to channel the available resources to the most action-oriented activities of direct interest to Member Nations. The substantive work of the Organization is programmed under the five Areas of Concentration plus Agricultural Development Planning. Of the net increase of \$2 million, to which I referred earlier, at least \$1.7 million will go for Regular Programme activities within this field. The substantive Departments and Divisions at Headquarters will, under my proposals, have available extra funds totalling about \$850 000 for this purpose, coming partly from the new money and partly from cuts in other parts of the Headquarters organization. The fishery programmes will benefit from this to the extent of about \$200 000.

I trust you will appreciate, Mr. Chairman, how difficult it has been, with the many pressing demands in FAO's broad range of responsibility, to earmark even this much for new work in fisheries. I hope that, given all the exigencies of the situation, my proposals will meet with the Committee's support.

I should now like to turn to the other main category of matters which are your concern, that concerning fishery problems of an international character. This is a critical moment for world ocean fisheries. The pattern so rapidly developed in the last two decades is already changing. Production of marine fish has increased in the space of one decade, from 27 million tons in 1958 to 56 million tons in 1969. At the beginning of this period, virtually all fish stocks outside the North Atlantic and the North Pacific were underexploited or not exploited at all. Now there are few stocks of the types of fish readily caught and marketed which are not heavily exploited. This is a consequence of technological advances changing the very structure of fishing industries. There is a large number of long-range fishing vessels capable of fishing anywhere in the world which are deployed most effectively with the latest available managerial techniques and electronic aids. Significant developments have taken place in fishing equipment and methods, handling and processing, which have brought additional fishery resources within the range of commercial exploitation and indeed have led to cost reductions. At the same time the cast of characters in the international arena of marine fisheries has changed and continues to evolve. The number of countries involved in long-range fishing beyond the vicinity of their own coasts is increasing and now includes several developing countries.

This intensification of exploitation, which contributes significantly to filling the protein gap, is not, however, an unmixed blessing. The upward trend in world fish production is faltering for the first time, with many of the conventional resources reaching

or over-passing full exploitation. The needs for rational exploitation, management and conservation are becoming more pressing if the potential of the oceans for protein food production is to be realized, as it must. With the diversification of fishing into a wide range of species, management has to take more account of ecological interactions between different species in the same region. It is being more generally recognized that effective use of the fish resources requires more than the maintenance of the yield from certain individual stocks at a high level.

All these factors call for new or modified methods of dealing with the inherent problems. FAO, and particularly the Committee on Fisheries, have an important part to play both directly in assisting and advising governments and specialized bodies and by participating in broader initiatives. A number of important initiatives are being developed, including the UN Conference on the Law of the Sea, the UN Conference on the Human Environment and the Long-Term and Expanded Programme of Oceanic Exploration and Research. FAO has the prime responsibility for ensuring that the fishery aspects of all these initiatives are fully covered and for assisting Member Nations in the adoption of a suitable framework for the rational exploitation of fishery resources.

Mr. Chairman, ending my remarks this morning with this reference to the Committee's and FAO's role in future international arrangements regarding fisheries gives me a welcome opportunity to say how pleased I am that we have with us this morning Ambassador Arvid Pardo who has kindly accepted to be our guest speaker on a subject highly relevant to the topic to which I have just referred. Mr. Jackson will formally introduce Ambassador Pardo in a few moments and so I will say no more than that I am very much looking forward to hearing an address from one who has played such a leading role in recent international debates on ocean affairs and has put forward such thought-provoking ideas.

Finally, Mr. Chairman, let me wish you and the Committee all success in your deliberations on your heavy agenda of important items. I trust that this Session will be as interesting for you as it will be valuable for us.

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Appendix C

ADDRESS BY AMBASSADOR ARVID PARDO
PERMANENT REPRESENTATIVE OF MALTA TO THE UNITED NATIONS

The Place of Fisheries in a Future Regime for the Oceans

Mr. Chairman, Mr. Director-General, Distinguished Delegates,

I would first wish to thank the Director-General, Mr. Boerma, and the Assistant Director-General, Mr. Jackson, for their kind words of introduction which I really do not deserve.

I would like to express my appreciation to you, Mr. Chairman, and, through you, the FAO for the great honour conferred upon my country, and upon me personally, by the invitation extended to me to address the Sixth Session of the Committee on Fisheries. The honour is all the more deeply appreciated since my country is not one of the great fishing nations of the world and I am far from being an expert on fisheries.

I am, therefore, thankful that I was not asked to discuss any matter directly related to the many important subjects with which you must deal every year, for this would only have revealed my ignorance. Instead it was most thoughtfully suggested that you might be interested in my personal views on the more general subject of the place of fisheries in a future regime of the oceans. This is a subject in which I may be better qualified since its treatment requires neither knowledge nor expertise; nobody knows, in fact, when or even whether a new regime for the oceans will be created and the role of fisheries in a regime that does not exist and that may never exist is at best speculative.

Nevertheless the question of a future ocean regime, and of possible arrangements that could be made within it for fisheries, is of far more than purely theoretical interest, for, if a new regime is not created quite soon, the earth is likely to become substantially less habitable, conflicts in the marine environment will multiply and international fisheries as we know them will disappear.

These assertions of mine could well be greeted with considerable scepticism, particularly in this distinguished gathering, since there is no general demand for the creation of a new comprehensive regime in the oceans, and activities and bodies concerned with the oceans have multiplied in recent years. Specifically with regard to fisheries, intergovernmental fishery bodies have increased in number and they are more active now than perhaps they were in the past in seeking to deal with the problems that are afflicting many of the fisheries. Furthermore the prospects for the future appear quite favourable; the world fish catch after a slight decline in 1969 is expected again to resume its expansion and according to document COFI/71/4 "the future outlook is encouraging ... the world fish catch of currently exploited species with known techniques and in already fished areas may amount to some 140 million tons by 1985. Higher estimates are possible by envisaging aquaculture and the utilization of unconventional resources."

In other words there would seem to be no substantial reason and less urgency to seek radically to change the legal structure that now regulates man's activities in the oceans, particularly since the Geneva Conventions on the Law of the Sea were concluded only 13 years ago. In these circumstances present intergovernmental bodies and international institutions would appear to continue to constitute the most suitable machinery for international cooperation in the oceans. Thus, the primary objectives of international action in a field such as for instance, fisheries, would remain essentially: first, to improve

the working of existing bodies or institutions; secondly, to improve statistics and to promote scientific investigation under national or international auspices; thirdly, to expand production rapidly, the better to provide protein for multiplying populations; and fourthly, to increase assistance to countries with developing fisheries with a view to ensuring that, through accelerated transfer of technology and expanded fishery education and training, these countries are able more efficiently to manage and to exploit the living resources of the seas adjacent to their coasts and are afforded greater opportunities to participate in high-seas fisheries.

These objectives are all useful, indeed essential, but are they enough? How much longer can we afford to be content with action only in traditional fields of international cooperation, such as scientific research and assistance to the developing world? Can we still meaningfully discuss the more important sectoral problems in a sectoral context alone and, even more importantly, entertain some hope of finding solutions to these problems without profound changes in present international law?

In seeking an answer to these questions it may be useful very briefly to recall the principles of existing international law and to summarize the assumptions on which it is based.

The activities of States in the oceans beyond a coastal zone, the breadth of which is controverted, are governed by the principle of freedom subject to a reasonable regard to the interests of other States, to the provisions contained in the 1958 Geneva Conventions on the Law of the Sea and to the provisions of bilateral and multilateral agreements concluded between some States, often with regard to fisheries. Despite some limitations, however, present international law is designed to protect the right of all States to use the high seas in whatever manner and for whatever purpose they may think best. Apart from the minimal obligations under articles 10 and 12 of the 1958 Convention on the High Seas, navigation is under virtually no international regulation. Exploitation of living resources is open to the nationals of all States, subject only to such agreements or treaty obligations which may exist in particular cases, and the living resources themselves may be exploited without limit, subject only to such limitations to which a particular State may itself freely have agreed. Agreements for the conservation of living resources, generally bilateral or regional in nature, vary widely in scope, content and effectiveness. Many of the general provisions contained in the Geneva Conventions imposing obligations on States in their use of the marine environment, such as articles 24 and 25 of the 1958 Convention on the High Seas, have not been effectively implemented, while the special Commission mentioned in article 9 to 12 of the Geneva Convention on Fisheries has never been established.

At the same time, apart from a few fragmentary norms, such as the freedom to lay submarine pipelines and cables, an agreed legal regime is lacking for the seabed beyond a controversially defined continental shelf. In the absence of a regime it must be assumed that States enjoy virtually total freedom beyond whatever may be the legal continental shelf.

Present international law of the sea is thus based on a number of assumptions, including the following:

- (1) That navigation in the high seas is of such a nature that international regulation is unnecessary
- (2) That there can be no serious danger of adverse change over extensive areas of the seas as a result of the activities of man
- (3) That the living resources of the high seas are so great that the possibility of their depletion through over-exploitation or of their contamination through ocean pollution is small

- (4) That uses of the seabed, beyond whatever may be the legal continental shelf, are so few and the exploitation of its resources is so unlikely, as not to require regulation
- (5) That ocean space is so vast and its uses so limited that the danger of serious conflicts of use, except in restricted areas totally subject to national jurisdiction, is non-existent.

These assumptions, and others on which present international law rests, are perfectly valid as long as the seas serve as little more than hunting grounds for fishermen using artisanal technology and highways for relatively small ships. In these circumstances, the principle of freedom and minimal regulation in the high seas by fostering trade and encouraging initiative in the exploitation of living resources served the interests not only of the major maritime powers but to some extent at least also of all coastal States.

But these assumptions are increasingly invalidated by reality. Many parts of the oceans are still sparsely used, but in the more significant areas of the seas the situation is changing rapidly and fundamentally.

In a regime of freedom only slightly modified by a few recent conventions, multiplying populations and spreading and intensifying industrialization inevitably cause the introduction of vastly increased quantities of pollutants into the seas. Without sharing the pessimistic views of Commander Cousteau, it is possible to foresee, if present trends continue, that within a generation large areas of the seas will be seriously polluted and many of the living resources of the oceans will have become to some extent contaminated.

At the same time, the explosive advance of science and technology is permitting us to penetrate, use and exploit the marine environment in all its dimensions for a virtually unlimited number of purposes and exploration is revealing immense new living and non-living resources to us. In turn the revelation of new resources and the knowledge of the importance of the marine environment in the world balance of power had led to new technological advances. Thus, for instance, the development of the synthetic gill is enabling man to breathe underwater and soon he may be able to remain submerged indefinitely, and a vast number of technological developments are giving man the tools to work underwater. Seabed petroleum storage tanks and seabed habitats are already in existence; seabed villages are expected to make their appearance within this decade. Construction will probably be started next year on the first offshore power stations. Petroleum is becoming accessible and commercially exploitable at ever greater, although still moderate, depths; drilling rigs are multiplying in many areas of the sea. Commercial exploitation of seabed hard minerals is imminent. Technology for excavations under the seabed is progressing rapidly.

Technological advance is also rapidly changing the nature and intensity of traditional uses of the sea, such as navigation and fishing. As regards the former, systems are being developed that can make use both of the seabed and of the superjacent waters. Deep submersible vehicles—military, rescue, scientific, recreational—are multiplying. It has been recently announced that construction will soon start on commercial submarine tankers carrying up to 225 000 tons of petroleum, while on the surface of the seas a generation of huge 500 000 ton or more tankers has come into being.

Commercial fishing, a use of the marine environment almost as old as navigation, is also rapidly changing in nature and intensity. Small boats engaged in fishing virtually inexhaustible stocks of fish with primitive gear are being replaced by larger, better equipped vessels even in the present developing countries. High-seas fisheries are now dominated by the great fishing fleets of technologically advanced maritime countries, equipped with the latest appliances for locating and rapidly and efficiently catching even the largest concentrations of fish; these fleets sweep the seven seas in winter and summer often accompanied by factory ships. Exploitation of living resources is taking place at increasing depths. A host of new nations are entering high-seas fisheries. It is time we

recognized that, although the seas will remain a hostile environment for man for the foreseeable future, they will none the less be used for purposes as varied as by land. In short, we are experiencing a revolution in our use of the marine environment; a revolution which is the unavoidable consequence of the application of advanced technology to an environment vital to the maintenance of the world balance of terror and, rich in resources essential to mankind, many of which are only now becoming accessible and exploitable.

There are certain observations which we can make on the events and trends which we have very briefly and inadequately outlined:

First, although the oceans are immense, more than twice the extent of emerged land, their capacity to dilute and to degrade the many dangerous substances that they must increasingly absorb is being strained in many closed and semi-enclosed seas and near the coasts of industrialized countries; as industrialization spreads, so will ocean pollution. The appearance of huge tankers and the increasing exploitation of seabed mineral resources increase the danger of catastrophic accidents.

Secondly, uses of the seas are no longer confined to navigation and fishing, and these activities are probing even deeper. Uses of the seabed require control of the superjacent and adjacent waters. In other words the various uses of the marine environment are increasingly interlocked.

Thirdly, advances in fishing technology are subjecting some desirable living resources of the seas to pressures that cannot easily be controlled within the present legal and institutional framework.

Fourthly, increasing intensity and diversity of use is congesting some areas and causing conflicts of use in others.

Finally, exploitation of hydrocarbons, certain military uses, seabed habitats, etc., necessitate both lasting occupation of limited areas and assertion of some jurisdiction over superjacent waters.

Unregulated and virtually total freedom beyond a controversially defined, but relatively narrow, zone, subject to national jurisdiction in an environment where activities are becoming intense and pervasive, is necessarily prejudicial to the interests of the international community.

Navigation must be regulated in areas of the high seas, such as the Gulf of Mexico, where seabed exploitation is intense. Modern tankers must follow authoritatively prescribed shipping routes in narrow and shallow seas, such as the English Channel, otherwise risks of catastrophic disaster would be too great; secure exploitation of the seabed requires recognized title; technological advance has compressed the time required to bring a new fishery to a state of over-exploitation, thus the long delays which are now usual before measures of conservation are taken can prove disastrous; exercise of recognized jurisdiction is necessary to harmonize different uses of the marine environment.

Recognized jurisdiction is becoming essential for the entire marine environment; lack of jurisdiction and lack of agreed internationally recognized institutions having the power to regulate the activities of man in the marine environment beyond present national jurisdiction and to administer its resources on behalf of the international community is the fatal flaw in present international law of the sea. This lack of authority leaves States no choice; coastal States inevitably seek to alleviate the most direct adverse consequences of the present regime of freedom beyond national jurisdiction by extending their own jurisdiction, whenever they feel that their own interests are endangered.

The immediate cause of this extension may vary—perhaps security consideration, or the need to exercise jurisdiction over mineral resources adjacent to the coast in the interest of their conservation and pendent utilization, or the need to reserve to the

maximum possible extent the harvesting of living resources to nationals when these are exposed to strong foreign competition, or the desire to prevent possible pollution caused by foreign navigation, or the need to regulate navigation itself as in the English Channel.

The pressures are complex and interacting; jurisdiction asserted for a limited purpose to deal with a specific situation is inevitably gradually transformed into a claim for more comprehensive rights in view of the increasingly interlocking nature of our uses of the seas. Whatever may be the immediate course of the unilateral extension of coastal State jurisdiction, it is but the reflexion of our changing, more intense and more diversified use of the marine environment made possible by the advance of science and technology and rendered necessary by the requirements of an increasingly populated, urbanized and industrialized world.

The encroachment of coastal State jurisdiction over areas of the oceans previously open to the access of all is facilitated by the lack of an agreed definition of the limits of territorial waters, of the legal continental shelf, of the areas of special interest to the coastal State for the purpose of conservation of the living resources of the sea and of the outer limit of the zone of the high seas contiguous to the territorial sea where the coastal State may prevent and punish infringements of its customs, fiscal, immigration and sanitary regulations.

Nor are there any realistic prospects of achieving wide international agreement on a clear definition of these limits, while leaving substantially unchanged in other aspects present conventions on the law of the sea, as some Governments would wish, since the freedom that States would continue to enjoy—to use and abuse the high seas as they think best—forces coastal States to retain the right to protect whatever they may consider to be their vital interests by unilateral means. Furthermore, existing almost total freedom of the seas beyond national jurisdiction offers clear immediate advantages only to technologically advanced maritime States that are able to use and to exploit ocean space for a variety of purposes; only comparatively rich and advanced countries can find the large sums required to engage in modern overseas navigation or competitively to enter long-distance fisheries; only rich and technologically advanced countries can hope to engage in scientific research in, or in exploitation of, the seabed beyond the geological continental shelf. Under present conditions, it is inevitable that any technological development or use requiring the exercise of authority leads to an extension of national jurisdiction, since it is the only jurisdiction known to contemporary international law; and it is natural that many States should wish to reserve their right to extend their national jurisdiction as circumstances may suggest in order to attempt to exclude from their general vicinity a competition for resources which their nationals cannot meet.

Present trends, if unchecked, (and they cannot be checked on the basis of present international law), clearly point towards a gradual disappearance of the high seas and an ultimate division among coastal States of the oceans. This process, which has already started, dooms among many other things also, high-seas fisheries as we know them, the long-term continuation of much of the work of present intergovernmental bodies and international institutions with regard to the oceans.

It would be totally impossible even to delay the gathering trend towards a division of the oceans were it not for the fact that less than two dozen States would be the real gainers and that the balance of interest of some of the more powerful of these States is best served not by maximizing claims to exclusive jurisdiction but by preserving for themselves the possibility to use the oceans in all their dimensions in the freest possible manner and over the widest possible area.

The clash between a trend which cannot historically be arrested because multiple and intense use of a finite area necessarily requires authority, and the international opposition to the indefinite extension of coastal State authority in the oceans, is producing legal uncertainties and is causing gradually increasing chaos and conflict. Thus the

immediate outlook, if the law of the sea is not radically changed, is for developing anarchy which could well multiply the perspectives of rational development of the resources of two-thirds of one planet offered to us by the rapid advance of science and technology.

We are at a historical crossroads. If we continue to think along traditional lines it is easy to foresee, before the end of this decade, damaging consequences from the continued extensions of coastal State jurisdiction; among these are serious contamination of large areas of the marine environment, progressively serious obstacles to scientific investigations essential to resource management and exploitation of resources in an atmosphere of bitter recrimination, confrontation and economic waste. Long before 1985 conditions in the marine environment will be in such a mess and economic waste in resource exploitation will have reached such horrific heights, that targets confidently advanced, for instance, for the production of living resources, may be found incapable of achievement.

On the other hand, the United Nations, by adopting last year Resolution 2750(XXV) on the convening of a new conference on the law of the sea, has provided the international community with a unique opportunity to establish a new international order in the oceans which will safeguard the marine environment and at the same time provide expanding opportunities to all States. Whether the conference will in fact be convened will depend on the preparatory work of the Enlarged Committee for the Peaceful Uses of the Sea-Bed which met in Geneva last month.

Authority, management, regulation and equitable distribution of benefits derived from resource exploitation have become as essential in the oceans as they are on land. We have only two choices: either we continue to think in sectoral terms within the framework of an international law of the sea which is obsolescent, if not yet entirely obsolete, and then national authority will continue to encroach amid mounting confusion and conflict upon that part of the oceans which is still open to the access of all, or an international regime and international institutions are created to administer and manage the oceans and their resources beyond present national jurisdiction in the interests of all. Thus if a future conference on the law of the sea is to achieve useful results, States must take a new, global and comprehensive approach to the complex of political, military, legal, ecological and economic problems which are confronting us in the oceans.

We must begin to think in terms of ocean space comprizing the surface of the seas, the water column, the seabed and its subsoil, and of the totality of man's present and potential activities therein. We cannot aim merely at some slight change in existing regimes of the oceans—the problem of intensive and beneficial utilization of ocean space is unsoluble in these terms—but at the creation of a new order of an institutional character in ocean space beyond national jurisdiction, based on the concept of common heritage of mankind.

Only through international authority and regulation can the freedom of States intensively to utilize ocean space be effectively secured; only through the mobilized weight of the clear preponderance of power and international opinion organized in international institutions can the interests of States outside the area subject to their jurisdiction be harmonized and effectively protected.

Present law of the sea was developed by a small group of maritime nations and reflects their interests; the new international order in ocean space to be viable must be a cooperative endeavour of the entire international community and must receive the support of a clear majority of States, both developed and developing. The new order must be based on concepts and assumptions that realistically reflect present and clearly foreseeable reality.

The new international order for ocean space would have three basic purposes: first, to safeguard the common interests of the international community in ocean space as a whole; secondly, to make possible the full utilization of scientific knowledge and technological advance through a rational management of ocean space and the equitable development of its resources for the benefit of all countries; thirdly, to offer coastal States in their use

of the marine environment expanding opportunities and long-term advantages that cannot be obtained through mere unilateral extensions of national jurisdiction.

The need for a new order in ocean space is in my opinion both obvious and urgent yet it will not be created unless credible assurance can be given of the impartial functioning of the new international institutions. The institutions must be endowed with powers of administration, management and regulation that have not yet been granted to any existing international organization and States will naturally wish to be assured that these powers cannot be used in a discriminating fashion. This will require an agreed solution to the crucial problem of establishing an equitable balance of interests and voting power within the institutions.

The institutions must have a competence over ocean space as a whole; this will require that the promotional, scientific and technical activities in ocean space undertaken at the present time by agencies of the United Nations family should, with few exceptions, be consolidated within the new institutions. In the area beyond national jurisdiction the institutions should be able to exercise sufficient authority on behalf of the international community at least to permit effective and efficient administration of ocean space, the orderly development of its resources and the equitable sharing by the international community in the benefits derived from their exploitation.

Perhaps it would be useful to comment very briefly on the extremely complex problems of fisheries in the context of the future regime.

Fisheries are still the most valuable resource of ocean space beyond national jurisdiction and the competitive exploitation of fish stocks is a major factor in the need felt by many coastal States unilaterally to extend their national jurisdiction. Although freedom of fishing is one of the internationally recognized freedoms of the high seas, the danger of depletion of some fish stocks, as also the need for the adoption of conservation measures with regard to some valuable and vulnerable species, was recognized more than 60 years ago. Apart, however, from the conclusion in 1930 of the convention between the United States and Canada creating the International Pacific Salmon Fisheries Commission, nothing much was done until after the Second World War. Since then a score of intergovernmental fishing bodies have been established. None of these has a membership of more than 28 States and their competence, functions and powers differ widely. Several are basically concerned only with the promotion of research; conservation and management action that may be taken in others is limited to prohibitions and limitations, such as open and closed seasons or areas, minimum sizes of mesh of fishing nets, size limits of fish and regulation of certain types of fishing gear, appliances and equipment. Occasionally an overall catch limit may be prescribed. In one case, the convention establishing the North East Atlantic Fisheries Commission, theoretical provision is made for the improvement and increase of marine resources. Compliance and enforcement generally leaves much to be desired; a few conventions, however, with a maximum membership of 15 countries, grant to each member country the right to check the general application of conservation measures on the high seas by the contracting parties.

We would observe that, although research is a prerequisite for wise action, it cannot be a substitute for action when fish stocks are under heavy competitive pressure of fishing fleets from different countries. The prohibition and limitations which some intergovernmental fishery bodies can adopt are largely either ineffective, economically wasteful or inefficient as the authors of the admirable booklet entitled "State of World Fisheries", published by FAO, have noted.

Finally, even when, usually after exhausting debates, largely inefficient measures of conservation are adopted, there is seldom reasonable assurance that they will be effectively and impartially enforced. Thus economic waste in fisheries has reached staggering proportions. It is estimated that in the North Atlantic cod fisheries alone present costs of exploitation could be halved, thus obtaining a saving of the magnitude of some \$175 million at present levels of landings.

In these circumstances, coastal State pressure unilaterally to extend their exclusive rights over fish stocks at increasing distances from the coast will inevitably continue until the need for effective management of world fisheries is recognized. Effective management can only be undertaken through institutions that have the power to allocate the right commercially to exploit fisheries beyond national jurisdiction and to set the conditions under which the exploitation can take place. An essential tool in this connection would be the power to levy a tax or license fee on commercial fisheries in international waters. The FAO booklet, which I have already quoted, suggests that "the purpose of such licenses would be to simplify allocation of quota shares and to discourage new entrants by making commercial fishing only moderately attractive, (and) by ensuring that the value of the catch does not greatly exceed the cost of catching plus license fee. (Thus) the latter should be increased as the results of good management show up in higher catch values" (State of World Fisheries, p. 41). If coastal States also levied license fees, based on the same principle, in waters within their jurisdiction, the problem of world fisheries would be on the way to being solved to the benefit of the fishermen of the coastal States that could then reduce or eliminate subsidies to fishing operations, and also of the world community.

The bulk of the value of license fees in the international area, that is the surplus resulting from improved management minus cost of administration, could accrue to international institutions and could be used with particular regard to the benefit of coastal States that abstain from participating in commercial fisheries beyond their national jurisdiction.

Finally, the new international institutions should be completed by the creation of agreed judicial mechanisms, including a geographically balanced tribunal, for the interpretation of the fundamental norms contained in the basic treaty governing the activities of States in ocean space, and for the settlement of disputes not solved by the means provided in article 33 of the Charter.

Many objections can no doubt be moved to the concepts of international institutions which I have outlined. It is useful, however, to clarify two matters immediately. First, there is no contradiction between the global institutions suggested as necessary and the functions of regional intergovernmental bodies already active in ocean space, on the contrary international institutions could give a direction and focus which are sometimes now lacking to the work of these bodies. Secondly, regional arrangements that could in future be desirable would be strengthened through the existence of global institutions, just as the United Nations supports and makes more effective the work of the present regional economic commissions.

It would indeed be a useless exercise laboriously to construct a new regime and new international institutions for ocean space beyond national jurisdiction without defining clearly what we mean by the words "beyond national jurisdiction" and leaving open the possibility for coastal States to continue to extend their authority unilaterally over the oceans. This is an undoubted right of States at the present time, but the right must be surrendered at the moment of ratification of the international treaty of a universal character which must form the foundation of the new order for ocean space. Thus the question of the delimitation of the limits of coastal State jurisdiction in the oceans is as crucial as the question of the balance of powers within the institutions.

It is a question also that in all likelihood will be the subject of heated debate in the next few years. The essence of the problem would appear to consist in determining at precisely which point in ocean space the special interest of the coastal State in controlling areas and resources adjacent to its coast can reasonably be subordinated to the general interest of the international community in maintaining the widest possible area of the oceans for the use and benefit of all.

In making this determination, uncontested precedents and the present factual situation cannot be ignored and reasonable account must be taken of the total special interest of the coastal State in the marine area adjacent to its coast, whatever the specific nature of the

prevalent interest may be. Taking all these and also other factors into account, it is not realistic to expect international agreement to be reached on an outer boundary of coastal State jurisdiction which is not quite broad.

A state, however, can no longer do entirely what it pleases even within its own jurisdiction; there are vital international interests to be protected even within national jurisdiction. Avoidance of dangerous pollution is one, regulated freedom of navigation is another, regulated freedom of scientific research is a third, and there are many others. These international interests must be clearly protected in the international treaty that hopefully will form the basis of the new international order in ocean space.

It is too early in the international debate to be able to judge whether the international community is ready to create the new institutional regime which has become vital for the peaceful development of ocean space. The problems are complex, interests of States are numerous, important and conflicting, immediate advantages are avidly grasped but longer term consequences tend to be ignored; the weight of tradition is heavy. Failure is possible, perhaps even probable, and then each State will have to defend its immediate interests as best it can in an atmosphere of bitter recrimination and widening conflict. I refuse to believe, however, that States when confronted with the alternative—conflict or peaceful and equitable development—will chose a course that will be fatal to all. I remain confident that in the end the international community will give itself the institutions demanded by the advance of science, the progress of technology and the pressing needs of man.

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AGENDA

1. Opening of the Session
2. Adoption of the Agenda, and arrangements for the Session
3. Programme of work of FAO in the field of fisheries during 1972-73
4. Intergovernmental cooperation in the rational utilization of fishery resources
 - (a) Progress report on existing arrangements
 - (b) International inland waters in Africa
 - (c) Caribbean and adjacent regions
 - (d) Other initiatives and developments
5. Implications of the Second World Food Congress for Fishery Development
6. Fishery field programmes of FAO
7. The role of FAO in the management of fishery resources
8. Cooperation among international agencies in relation to fisheries
 - (a) Marine pollution
 - (b) Activities within the United Nations system
9. Matters arising from advisory bodies
 - (a) ACMRR
 - (b) Panel of Experts on Fish Utilization
 - (c) Others
10. Matters considered by the Fifty-Fifth Session of the FAO Council
11. Any other matters
 - (a) Amendment to Rule VI(2) of the Rules of Procedure of the Committee on Fisheries
12. Date and place of next Session
13. Adoption of Report

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Appendix E

LIST OF DOCUMENTS

- COFI/71/1 Provisional Agenda
- 2 Annotated Provisional Agenda
- 3 Provisional Timetable
- 4 Programme of work of FAO in the field of fisheries during 1972/73
- 5(a) Intergovernmental cooperation in the rational utilization of
fishery resources - Progress report on existing management
- Sup. 1 Participation of the International Commission for the Conservation
 of Atlantic Tunas (ICCAT) in the work of the Coordinating Working
 Party on Atlantic Fishery Statistics (CWP)
- 5(b) Intergovernmental cooperation in the rational utilization of
fishery resources - International inland waters in Africa
- Sup. 1 Report of the Ad Hoc Consultation on the Proposed Establishment
 of an Inland Fishery Body for Africa
- 5(c) Intergovernmental cooperation in the rational utilization of
fishery resources - Caribbean and adjacent regions
- 5(d) Intergovernmental cooperation in the rational utilization of
fishery resources - Other initiatives and developments
- 6 Implications of the Second World Food Congress for fishery
development
- 7 Fishery field programmes of FAO
- Sup. 1 UNDP country programming
- 8 The role of FAO in the management of fishery resources
- 9(a) Cooperation among international agencies in relation to fisheries -
Marine pollution
- Sup. 1 Third Session of the Joint Group of Experts on the Scientific
 Aspects of Marine Pollution
- 9(b) Cooperation among international agencies in relation to fisheries -
Activities within the United Nations system
- Sup. 1 Activities within the United Nations system - Activities of IOC
 of interest to fisheries
- Sup. 2 Activities within the United Nations system - First Session of the
 Enlarged Sea-Bed Committee acting as Preparatory Committee for the
 Conference on the Law of the Sea (Geneva, 1-26 March 1971)

- COFI/71/10(a) Matters arising from advisory bodies - Advisory Committee on Marine Resources Research (ACMRR)
- 10(b) Matters arising from advisory bodies - Panel of Experts of Fish Utilization
- 11 Matters considered by the 55th Session of the FAO Council
- 12 Amendment to Rule VI(2) of the Rules of Procedure of the Committee on Fisheries
- COFI/71/Inf. 1 List of documents
- 2 Information for delegates
- 3 Department of Fisheries field projects
- 4, Rev. 1 List of participants
- 5 Report of the IMCO Sub-Committee on Safety of Fishing Vessels to the Maritime Safety Committee
- 6 Sources of assistance for fishery development programmes
- 7 Address by Ambassador Arvid Pardo, Permanent Representative of Malta to the United Nations
- 8 Statement by the Polish delegation concerning industrial catches of fish species utilized for human consumption
- 9 Summary record of the Fifth Session
- 10 Proposed organization and staffing chart 1972/73 for the Department of Fisheries
- 11 Address by the Director-General to the Sixth Session of the Committee on Fisheries
- 12 Statement by Andrew Joseph, Area Service Division, Development Department, FAO, introducing the new programming system of the United Nations Development Programme (UNDP)

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Appendix F

DRAFT STATUTES FOR THE COMMITTEE FOR INLAND FISHERIES OF AFRICA

The Consultation considered the draft Statutes for the proposed Committee for Inland Fisheries of Africa, as presented in document FID:IFA/71/5 in the form of an FAO Council Resolution. The draft Statutes had been prepared by the Secretariat of FAO on the basis of the comments received from Member Nations on the Note Verbale addressed to them by the Director-General in November 1970. It was agreed that the composition of the Committee should be restricted to African Member Nations and Associate Members of the Organization who would be invited by the Director-General to become members of the Committee. The Consultation approved the draft Statutes reproduced below:

"The Council,

Recognizing the demonstrated importance of inland fisheries to Africa and the urgent need for consolidation of efforts in the further development of these fisheries,

Noting that the need for the establishment of an inland fishery body for Africa was stressed in particular by the Fifth Session of the FAO Committee on Fisheries, the Sixth FAO Regional Conference for Africa and the Fifteenth Session of the FAO Conference,

Taking account of the conclusions reached by African Member Nations at the Ad Hoc Consultation on the Proposed Establishment of an Inland Fishery Body for Africa, held in Rome on 13 and 14 April 1971,

Hereby approves the Statutes of the 'Committee for Inland Fisheries for Africa', established under Article VI, paragraph 2, of the Constitution, which shall be as follows:

1. Membership

The Committee shall be composed of African Member Nations and Associate Members of the Organization selected by the Director-General of the Organization on the basis of their active interest in inland fishery development in Africa and of their potential contribution to the effective discharge of the functions of the Committee.

2. Terms of reference

The terms of reference of the Committee shall be:

- (a) to promote, co-ordinate and assist national and regional fishery and limnological surveys and programmes of research and development leading to the rational utilization of inland fishery resources
- (b) to assist Member Governments in establishing the scientific basis for regulatory and other measures for the conservation and improvement of inland fishery resources, to formulate such measures through subsidiary bodies as required, and to make appropriate recommendations for the adoption and implementation of these measures
- (c) to promote and co-ordinate efforts on a national and regional basis to prevent damage to the aquatic environment, including the prevention and control of water pollution
- (d) to assist in the development of fish culture and stock improvement, including the control of fish diseases and the importation of exotic species

- "(e) to promote and assist in the utilization of the most effective fishing craft, gear and techniques
- (f) to promote and assist activities concerned with the processing, preservation and marketing of fish and fish products
- (g) to encourage education and training through the establishment or improvement of national and regional institutions and by the promotion and the organization of symposia, seminars, study tours and training centres
- (h) to assist in the collection, interchange, dissemination and analysis of statistical, biological and environmental data and other inland fishery information
- (i) to assist Member Governments in formulating national and regional programmes to be implemented through sources of international aid to help achieve the objectives referred to in the preceding paragraphs.

3. Subsidiary bodies

- (a) The Committee may establish an Executive Committee and such other subsidiary bodies as may be required for the effective discharge of its functions.
- (b) The establishment of any subsidiary body shall be subject to the determination by the Director-General that the necessary funds are available in the relevant chapter of the budget of the Organization. Before taking any decision involving expenditure in connection with the establishment of subsidiary bodies, the Committee must have before it a report from the Director-General on the administrative and financial implications thereof.

4. Reporting

The Committee shall submit to the Director-General reports on its activities and recommendations at such appropriate intervals as to enable the Director-General to take them into consideration when preparing the draft Programme of Work and Budget of the Organization and other submissions to the Conference, Council or the Standing Committees of the Council. The Director-General shall bring to the attention of the Conference through the Council any recommendations adopted by the Committee which have policy implications or which affect the programme or finances of the Organization. Copies of each report of the Committee will be circulated to Member Nations and Associate Members of the Organization and international organizations for their information as soon as they become available.

5. Expenses

- (a) The expenses of the Secretariat of the Committee shall be determined and paid by the Organization within the limits of the relevant appropriations in the approved budget of the Organization
- (b) With a view to promoting the development of inland fisheries, the Organization may also establish trust funds comprising voluntary contributions from the Members of the Committee or from private or public sources, and the Committee may advise on the use of such funds which shall be administered by the Director-General in accordance with the Financial Regulations of the Organization.

"6. Observers

- (a) Any Member Nation or Associate Member of the Organization that is not a Member of the Committee but has an interest in the development of the inland fishery resources of Africa, may, upon its request, be invited by the Director-General to attend meetings of the Committee or its subsidiary bodies in an observer capacity if the Director-General deems such attendance to be in the interests of the effective discharge of the functions of the Committee
- (b) Nations which, while not Member Nations or Associate Members of the Organization, are Members of the United Nations may, upon their request, and with the approval of the Council of the Organization, be invited to attend meetings of the Committee or its subsidiary bodies in an observer capacity in accordance with the provisions relating to the granting of observer status to nations, adopted by the Conference of the Organization

7. Participation of international organizations

Participation of international organizations in the work of the Committee and relations between the Committee and such organizations shall be governed by the relevant provisions of the Constitution and the General Rules of the Organization, as well as the rules on relations with international organizations adopted by the Conference and Council of the Organization.

8. Rules of procedure

The Committee may adopt and amend its own rules of procedure which shall be in conformity with the Constitution and the General Rules of the Organization and with the Statement of Principles Governing Commissions and Committees adopted by the Conference. The rules of procedure and amendments thereto shall come into force upon approval by the Director-General, subject to confirmation by the Council".

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